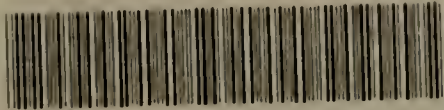


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1980 - A Decade of Dedication - 1990

# Massachusetts Department of Social Services



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- The 1990 Annual Report
  - Commonwealth of Massachusetts  
Department of Social Services
  - March 1, 1991

A Focus on:

# Children and their Families

By Julia Herskowitz, Director of Research, Department of Social Services

*“Children and families are all too frequently on the periphery of society’s and the nation’s vision, despite a public litany of how important families are.”*

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**Fact:**

- In 1990, there were 241 children with supported investigations for congenital drug addiction to opiate drugs as compared to 82 in 1984.

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**Fact:**

- There had been a 73% increase from June, 1987 to June, 1989 in children under two years of age in care. In Boston there had been a 109% increase in that same age group.

**T**HE overriding theme in human services in the 1970’s was one of services integration. The watchwords were: multi-problem families; gaps in services; service duplication; need for effective interventions; client-oriented services; local planning and delivery of services. Why then was the reaction to a series of events, brought about by a lack of effective interventions and gaps in services and culminating in the death of the Gallison child, the disintegration of social services from other Department of Public Welfare functions? Did that reaction, which led to the closing of the Office of Social Services at Public Welfare and the creation of the separate Department of Social Services result in fewer service gaps and more effective interventions? Did it lead to more client-oriented services, less or more duplication, more localized or more centralized services? And what was the effect on the family in need of multiple services?

Beginning as a Department of Social Services, with a broad mandate, the agency became a more specialized child and family services organization by the mid 1980’s. Being able to focus on a single client group, while supporting the ethnic and linguistic diversity within it, has

enabled the acquisition of resources for that group more in keeping with their actual needs. For example, there are approximately the same number of children in substitute care on July 1, 1990 as there were on July 1, 1980, or about 10,500. (This number dropped to about 8,000 in 1986. The effects of the drug crisis have driven it back up.) Yet today, a child is as likely to stay in care for 24 months, as the child who stayed in care 56 months before July, 1980. He is also more likely to be adopted or return home and far less likely to stay in care for more than 18 months. The foster parent caring for a child in 1980 received an average of \$7.69 per child per day; today she receives \$17.60. In addition, foster parents now go through three months of training before they are approved, are able to receive continuing education at no cost, and are organized into a professional association.

Residential diagnosis and assessment, as well as other specialized services are now available for adolescents whose needs are greater than can be met with less intensive care. Along with family mediation, independent living programs, teen parent day care, and subsidized guardianship, these special adolescent services are the recent creation of a focused



organization. The Department's rapid response to the rise of drugs and violence in families with young children has been yet another result of this focus on a single client group.

One of DSS' initial program was work-related, sliding fee day care — a dramatic break from its predecessor, the Office of Social Services. This program enabled women, coming off welfare, to continue to use high quality day care services as they entered the work force by instituting a gradually increased fee schedule. This program became the nucleus of what is now a \$100,000,000 program for more than 20,000 children and their families. In addition, it draws down federal dollars and has been an incentive for the private sector to expand the availability of day care for all users, private and public. Day care not only allows women to leave AFDC and enter and remain in the work force in Massachusetts, but it is also used in combination with other services to further their development and increase their parenting abilities.

There have been many other programmatic developments since DSS came into being a decade ago. While some of these might have occurred anyway, most are clearly the result of the increased focus on children and their families. Children and families are all too frequently on the periphery of society's and the nation's vision, despite a public litany of how important families are. The existence and continued support of the Department of Social Services

over the past decade has been a credit to Massachusetts and an acknowledgment of the progress that can be made by social workers, foster parents, human service providers, and advocates, working together with a supportive administration and legislature.

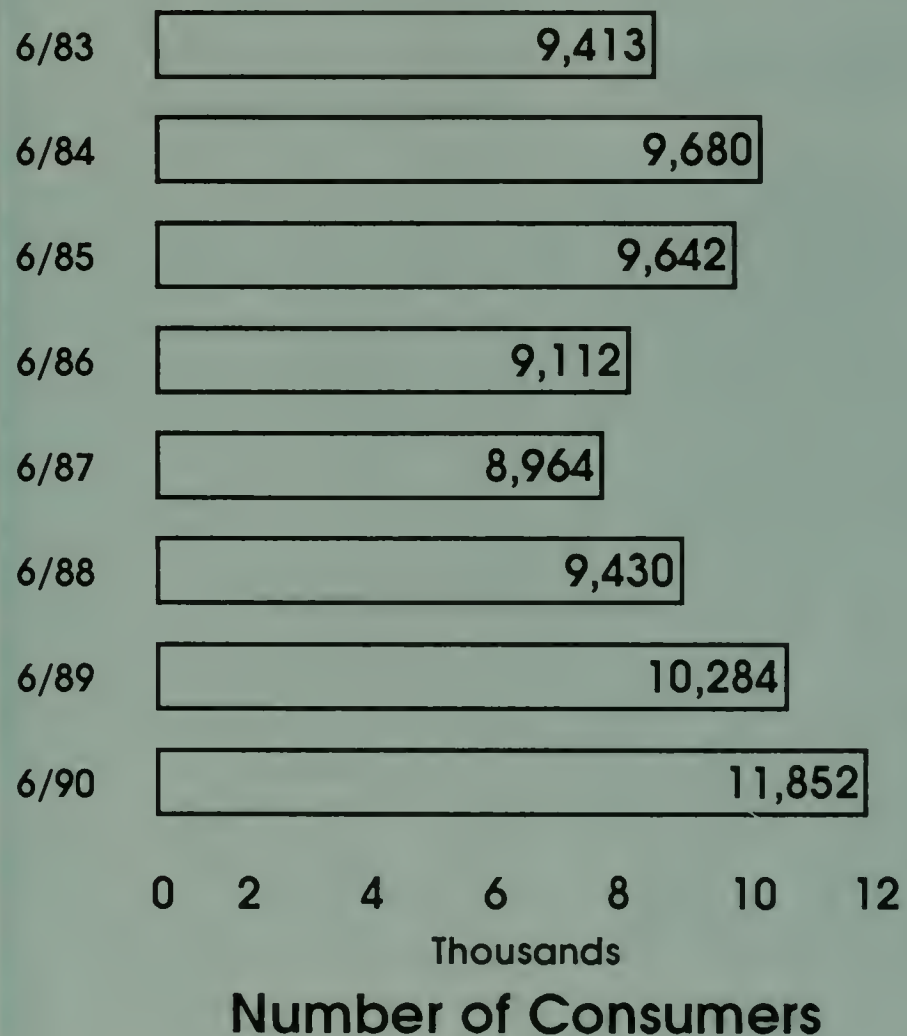
#### Fact:

- In fiscal year 1985, there were 4,400 foster homes.
- There are now over 6,000 homes caring for the Commonwealth's foster children.

## DSS Consumers Receiving Services

### Consumers In Placement

Fiscal Years 1983 - 1990 Statewide



## Protecting Our Children:

# Working with Law Enforcement

By Scott Harshbarger, Attorney General, Commonwealth of Massachusetts  
Former District Attorney, Middlesex County

*"The onslaught of drug and alcohol abuse and increased family violence have threatened the health and well being of our children. They are at a far greater risk of being abused or neglected today than at any other period in our nation's history."*

### Fact:

- DSS supported investigations for sexual abuse on 1,386 children in 1983.
- That number rose to 2,707 in 1989.

**A**S the decade of the 1980's began, the social services and law enforcement communities were at loggerheads. We were divided by philosophical tensions and a historical mistrust and hostility based on a lack of understanding and appreciation for our respective missions and mandates to protect and provide for the well-being of children. Ten years later, on the 10th Anniversary of the Department of Social Services (DSS), the two communities have forged a new interdisciplinary "alliance." Based on a commitment to work together in the best interest of children, particularly abused children, this alliance represents the single most positive and productive development which has occurred in this field in this decade, which was inconceivable by most professionals in 1980.

The "lightening rod" that drew law enforcement and social services together was the unveiling of the societal tragedy of intra-family child abuse and the legislative genius of "Chapter 288" — the District Attorney's Child Abuse Reporting Law — that was enacted in 1983. Many people contributed to the conceptualization and implementation of this law. Particular credit is due, however, to the authors of

Chapter 288, Joseph DeNucci, former state representative and current state auditor, as Chairman of the Human Services Committee, and his deputy, Linda Luongo, and DSS Commissioner Sandy Matava and her former DSS general counsel, the Honorable Christina Harms, for their vision and perseverance, which led to revolutionary changes in the delivery of child protective services in this state.

When I became District Attorney of Middlesex County in 1983, I made it a major priority to establish a sensitive and responsible multi-disciplinary approach to child abuse. The greatest accomplishment is the case-by-case teamwork that is practiced by staff from DSS and my office on hundreds of cases every year. This has resulted in sensitive and effective interventions on behalf of abused children in Middlesex County.

The two highly publicized "Fells Acre Day Care" prosecutions in 1986 and 1987 are dramatic examples of the effective teamwork that has become fundamental to the investigation and prosecution of thousands of child abuse cases since Chapter 288 came into existence. Not only were three adults convicted and



incarcerated for multiple incidents of abuse of children in that day care center, but, perhaps more importantly, the child victims and their families were treated with sensitivity, understanding, dignity and respect by all involved.

In addition to responding to cases, DSS assisted and supported the Middlesex County SAIN (Sexual Assault Investigation Network) Teams to coordinate multi-disciplinary interviews in order to reduce the number of times a child must be interviewed about the abuse, and the Middlesex County Juvenile Sex Offender Study to analyze the incidence and response to sexual abuse by juveniles. My efforts in this area culminated in 1989 with the establishment of the Middlesex County Child Abuse Prosecution Unit — a specialized multi-disciplinary unit made up of Assistant District Attorneys, Victim Witness Advocates and Child Interview Specialists.

The 1980's was the decade for intervention in the area of child abuse. The challenge of the '90's is to move from a reactive stance to a preventative posture.

Many of the emerging social problems of the 1990's can be associated with violence in the home and the abuse or neglect of our children — violence and drug activity among our youth, teen pregnancy, homelessness of young women and children, and increasing numbers of "cocaine babies" struggling with physical, developmental and social problems of unknown proportions.

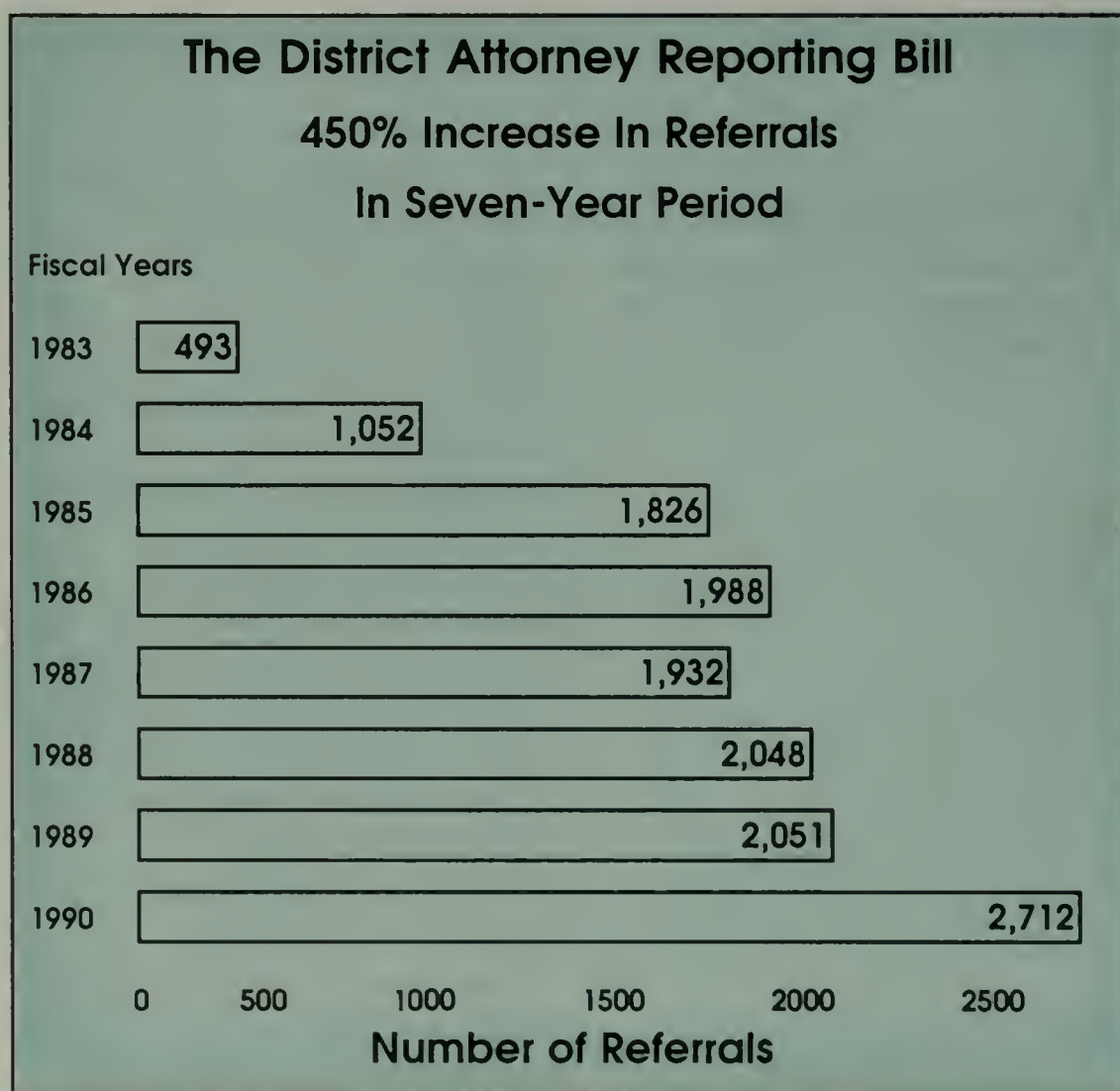
At the outset of the 1990's and the second decade of the Department of Social Services, we must build on the partnership of social services and law enforcement to ensure that the resources and services critical to identification and intervention are maintained. For the sake of the children, we must move forward and mobilize public awareness, policy and resources to make the 1990's the decade of education and prevention, building upon the foundation of intervention and identification forged by the dedication and skill of so many social services and law enforcement professionals.

#### Fact:

- In Fiscal Year 1984, the first year of implementation of the D.A. Reporting Bill, there were 493 cases referred. In Fiscal Year 1990, there were 2,712. This has resulted in a 450% increase in referrals to district attorneys.

#### Fact:

- In FY '76, the first year of the mandated reporting law, there were 7,300 reports of maltreatment.
- There were 48,733 in FY '90.



## *The Birth of an Idea:*

# *Hispanic Foster Parent Association*

*By Carlos Gonzalez Family Resource Social Worker, Springfield Area Office*

*"... too many children from this ethnic group were losing their cultural identity via the foster care placement process."*

### **Fact:**

- Placements with relatives for children under two years of age increased 43% from June, 1989 to June, 1990.

**I**N 1981, a handful of existing Hispanic foster parents decided to begin a support group for Hispanic foster parents that would focus on the cultural needs/issues of children in foster care placements. This group felt they needed to promote both community and agency awareness regarding the language and cultural values of the area's Hispanic youth. They felt that too many children from this ethnic group were losing their cultural identity via the foster care placement process.

By 1984, the number of foster parents belonging to this support group had vastly increased. Because of this, the group re-structured itself, became more independent and formally named itself the Springfield Hispanic Foster Parent Association. Once formed, this Association established two major goals: the first was to develop a working partnership with the local DSS office and family resource unit; the second goal was to commit the Association to the recruitment of additional Hispanic foster parents.

Since 1984, with the onset of NOVA and MAPP, this Association has participated/ accomplished the following:

- 1984, NOVA training for prospective foster families given in Spanish.

- Sponsor an annual Three Kings Celebration (this year, many biological parents participated in this celebration).
- Annual election of Association officers.
- Established a monetary lending program (no interest) for foster families experiencing financial difficulties.
- Established a clothing bank.
- Annual foster family Celebration Day — foster parents giving recognition to one another (an Annual Foster Parent of the Year Award is given to a foster parent chosen by peers).
- Annual Social Worker of the Year Award — foster parents choose a social worker to recognize. The social worker must in some way be connected to the Hispanic Foster Parent Association.
- Annual summer picnic.
- Established an annual scholarship award for a deserving foster child.
- Began work with the Springfield Puerto Rican Cultural Center by having the center give consideration to foster parents who want to learn English as a second language.
- Hold a 6 week AIDS/HIV training for 35 veteran Hispanic foster parents. Of the 35, 21 families have agreed to care for HIV involved children.
- Last year, created a "coffee and



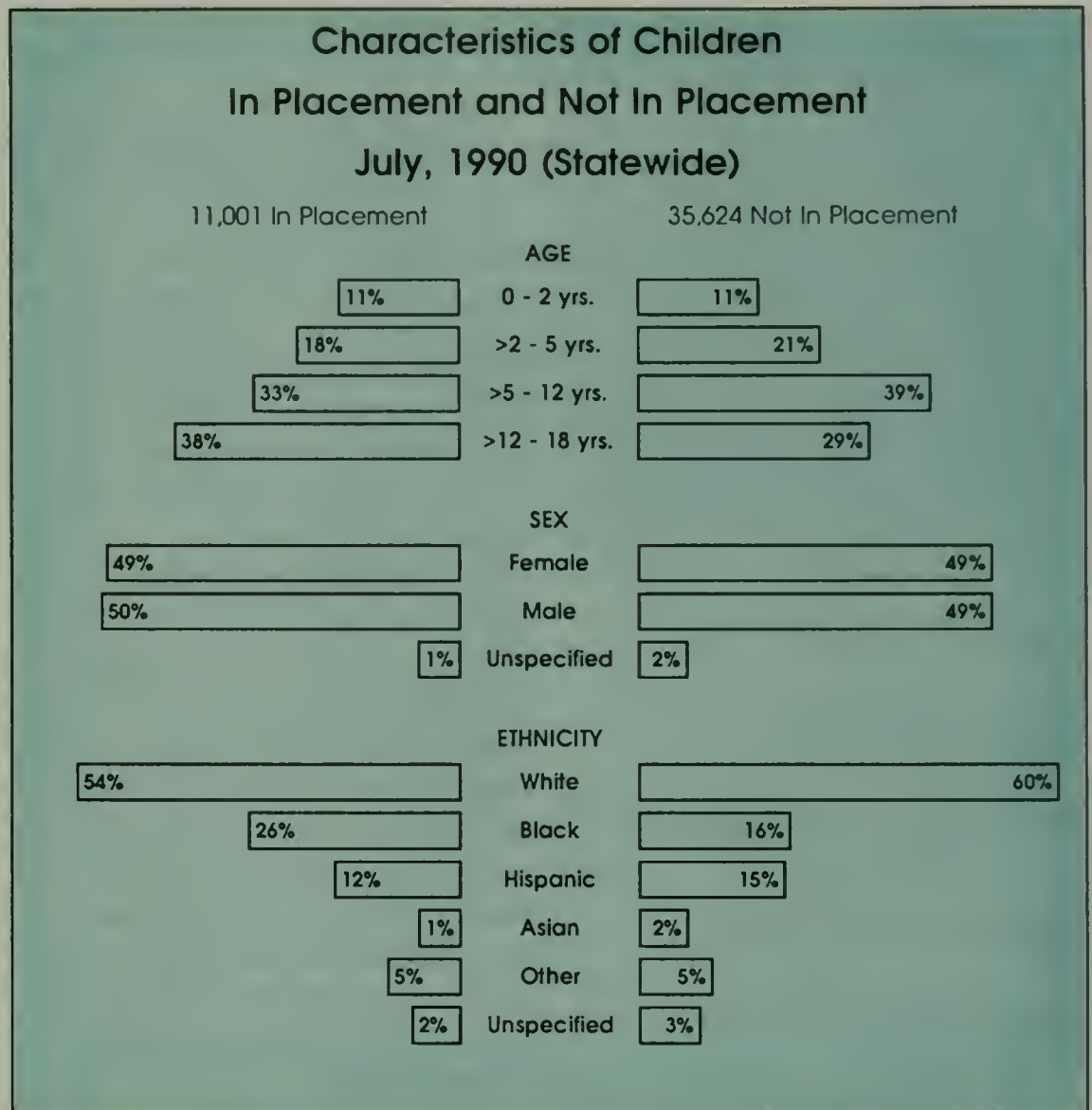
care" group for foster mothers. This was a forum for discussion on women's issues, and how foster parenting impacts on their lives. This group was run in conjunction with workers from the family resource unit (a similar group for foster fathers is in the planning stages).

- Assisted the Holyoke Area Office in recruiting, training and supporting Hispanic foster parents from that community.
- Established a process whereby each family graduating from MAPP, brings with them to the last session of MAPP, at least one potential foster family who is committed to attending the next MAPP group.
- Participate in 2-4 Hispanic MAPP groups per year.

The Association currently has about 100 members.

### Fact:

- Since June, 1987, cases have increased 18%, consumers in the caseload went up 21% and children increased 24%.
- There are more children per family in the caseload now, than there have been previously.



A Look at:

# The Private Side Perspective

By Loretta Kowal, Executive Director

Massachusetts Society for Prevention of Cruelty to Children

*"In the '80's DSS showed us that both public and private child welfare professionals could make a difference with intervention, support services and treatment."*

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## Fact:

- In fiscal year 1981, there were 1,160 children in supported adoptions.
- In fiscal year 1990 there were over 4,000 supported adoptions statewide.

**D**SS has made remarkable progress in its first 10 years when compared with its predecessor systems which were the stepchildren of the Commonwealth's assistance payments and health care priorities. It has done a great deal to focus public attention on child abuse, neglect and exploitation. DSS has had a major impact on the public's awareness that children are most vulnerable in their own homes with the very adults who are most responsible for them. In addition, DSS has achieved the following:

- Implemented a nationally acknowledged state-of-the-art computerized Management Information System that tracks clients and caseloads.
- Moved from a personnel system of haphazard standards to one designed for master's level supervision.
- Continued in service training for all levels of staff long after federal funding was eliminated. DSS remains one of a very few state agencies to retain a commitment to staff training.
- Became the only agency in the country to reach the goal of 20 families per worker, a standard recommended by the Child Welfare League of America until 1989. Given the recent budget cuts, it is doubtful that DSS will reach CWLA's new standard of 17 families.

- Had the most stable leadership in recent child welfare memory. The unprecedented eight year tenure of the Commissioner allowed consistency and long-range planning. Not very long ago it was not uncommon to have more than one change of leadership within one year.
- Managed to pay competitive salaries to staff reversing a previous trend which saw state employees earning less than private staff.
- It was during DSS' first decade that national and local attention came to focus on sexual abuse. The explosion of expertise, theory, techniques in diagnosis and treatment required a great deal of training and retraining.
- Implemented the dual reporting law (Chapter 288) which required DSS to report serious abuse to district attorneys. Despite dire predictions that such dual reporting would violate family trust, the law provided a foundation for mutual respect and joint efforts with law enforcement. Multi-disciplinary approaches to families have greatly enhanced and professionalized the whole service system.
- Implemented Foster Care Review. Controversial at its beginning, it enabled the whole "system" to periodically review the length of a child's stay in foster care.
- Reached new relationships with



partnership agencies. Paper work has been reduced, payments are more rapid and communication is much improved.

In its next decade, DSS will still need to balance the public's confusion. The expectation that children must be safe but that families must be kept together often puts social workers in the middle of conflicting expectations. Increased violence due to substance abuse has increased risk and has reduced the time workers have to make critical decisions.

Furthermore, recent budget cuts have diminished the very services families need to keep together: day care, family planning, mental health treatment, battered women's shelters and emergency services. Thus, we may see many of the gains of the 80's disappear as caseloads rise, foster care becomes overloaded and families disintegrate. In the '80's DSS showed us that both public and private child welfare professionals could make a difference with intervention, support services and treatment. If these underpinnings fall victim to budget shrinkage, many gains will be lost despite the valiant efforts of many dedicated people.

Permanency planning must be the major focus for all children. It will be even more difficult to carry out such a goal in the 90's.

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**Fact:**

- In Massachusetts there were 1,611 children in group care in fiscal year 1981.
- There are now approximately 1,700 Massachusetts children in group care.



## *A Necessary Resource:*

# *Fostering a Professional Partnership*

*By the Massachusetts Association For Professional Foster Care, Inc.*

*"MAPFC's primary goal is to improve the foster care/substitute care system in Massachusetts."*

### **Fact:**

- In fiscal year 1981, there were 1,160 children in supported adoptions.
- In fiscal year 1990 there were over 4,000 supported adoptions statewide.

**F**ROM 1984 through 1986, the child welfare community in Massachusetts increasingly focused its attention on the problems of the substitute care system. Foster parents were not receiving enough training, reimbursements or emotional support. Good foster parents were leaving the system. Recruitment of competent foster and adoptive homes were becoming more difficult. The children requiring foster care were exhibiting more emotional, behavioral and medical problems. The Foster Parent Association created in the early 1970's had dissolved, leaving foster parents without an organized statewide advocacy or support group.

In 1986, the time was right for the formation of a "new" professional foster parent association. The Massachusetts Association for Professional Foster Care (MAPFC) was born. MAPFC as an organization has evolved over the ensuing years. We are a small group of dedicated advocates invested in a common goal. MAPFC is now a statewide, non-profit, membership organization of foster care professionals. Membership is open to all foster parents, social workers, administrators, child advocates and their respective agencies, both public and private.

MAPFC's primary goal is to improve the foster care and substitute care system in Massachusetts. Specifically, MAPFC is committed to supporting foster parents by providing the following services:

- an annual Training Conference and other foster parent trainings.
- the MAPFC/DSS liaison project, a grass-roots network of staff and foster parents who share information, provide technical assistance and support for fellow foster parents and social workers. There are currently over 100 Staff and Foster Parent Liaisons throughout the state.
- the Respite Exchange Program which coordinates the delivery of respite care by and for foster families.
- legislative advocacy campaigns and an annual legislative breakfast or "Invite Your Legislator to Dinner" event.
- ongoing efforts to educate the public about foster care.
- co-sponsor of many recognition and retention events for foster parents and staff such as the "Commissioner's Foster Parent Brunch," DSS Staff "Pride and Performance Brunch," and Field Support Area "Spring Institutes."

MAPFC has grown to include a membership of over 500 foster parents and social workers. The membership reflects the geographic and ethnic diversity of the Commonwealth. MAPFC is



also a professionally staffed organization. Currently there are five staff members.

MAPFC's accomplishments are due largely to the efforts and commitment of members and their partners — the social workers and administrators who work with foster and adoptive parents. Thanks to the leadership and vision of many individuals, MAPFC has been successful in bringing foster parents and staff together in partnership with policy and decision-makers to assess and proactively make changes to strengthen foster and adoptive care.

Age Distribution of Children in Foster Care 1986 - 1990									
	0 - 2		>2 - 5		>5 - 12		>12+		Total
6/86	503	-	987	-	1,961	-	3,210	-	6,661
6/87	517	+3%	1,066	+8%	2,078	+6%	3,052	-5%	6,713
6/88	688	+33%	1,229	+15%	2,292	+10%	2,851	-7%	7,060
6/89	893	+30%	1,447	+18%	2,727	+19%	2,810	-1%	7,877
6/90	1,079	+21%	1,890	+31%	3,292	+21%	3,099	+10%	9,360

## A Look at Legislative Initiatives:

# Improving Child Protective Services

By A. Joseph DeNucci, Auditor of the Commonwealth

*“Our society is judged by how we treat our most vulnerable citizens, and especially how we protect our children so that they may grow to their full potential.”*

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### Fact:

- In 1990 there were 28,621 children with supported investigations for child maltreatment, a 27% increase over 1989.

**I** was named House Chairman of the Committee on Human Services and Elderly Affairs in January, 1981. Presiding at my first round of hearings and listening to testimony, I can recall my strong sense of a common thread of unmet needs in children's services, including services to mentally ill children, children in need and children at risk. My determination to address these needs led, in the area of children's protective services, to two major child welfare initiatives: the Child Abuse Reporting Act (Chapter 288 of the Acts of 1983) and to the Foster Care Review Law (Chapter 197 of the Acts of 1984).

Concerned about developing protective services initiatives, I tried to broaden agency response in abuse cases beyond the crisis which demanded state intervention to assure a child's safety. I focused on preventative services as well as in-depth, long range intervention services that improved the likelihood of rehabilitation and recovery. Both Chapter 288 and Chapter 197 were designed to intervene in cases of physical and sexual abuse against children and to go beyond providing for children's immediate safety by ensuring on-going service intervention and permanency planning.

Our extensive research, which

included a survey of other states, indicated that the extent of child sexual abuse in Massachusetts was substantially underestimated. It also became increasingly apparent that many of our chronic social problems were rooted in histories of abuse and neglect. We concluded that a more effective response to childhood trauma would result in a more efficient overall delivery of service system.

Chapter 288 improved abuse reporting and gave us a clear picture of who was being abused and what kind of protective services they required. It also inspired other statutory reforms, such as the Children's Trust Fund and videotaping the testimony of abused children, as well as laws dealing with institutional abuse and neglect. A solid prevention plan was also developed. Most importantly, Chapter 288 created a mechanism for action and a criterion for decision-making. It also focused the Commonwealth's child welfare philosophy by clearly articulating that the state's major concern was the well-being of children.

While Chapter 288's strengthening of Protective Services has helped control violence against children, we must do more than just ensure children's immediate safety. It is



only through the permanency planning achieved by the Foster Care Review process that we can safeguard children.

Our society is judged by how we treat our most vulnerable citizens, and especially how we protect our children allowing them to grow and reach their full potential.

It was difficult to overcome the reluctance to accept the seriousness of our child abuse problem, as well as the fact that strategies for dealing with the issue were not working. However, the coalition which formed in the early 1980's among the Department of Social Services, the district attorneys, the advocacy community and my office proved that when responsible persons, genuinely committed to protecting children, recognized the extent to which child abuse existed, they could respond by learning how to cope and bring about positive change.

### Children Reported, Screened-In And Investigated (All Maltreatment)

Fiscal Year	Children Reported	Children Screened In	% Screened In	Number Investigated	Number Supported	% Supported
1981	30,662	n/a	n/a	n/a	n/a	n/a
1982	30,632	n/a	n/a	n/a	n/a	n/a
1983	32,640	n/a	n/a	n/a	12,730	n/a
1984	41,116	33,338	81%	30,086	14,556	48%
1985	49,465	38,202	77%	36,870	17,830	48%
1986	49,799	37,052	74%	34,988	18,295	52%
1987	51,813	36,409	70%	34,131	17,403	51%
1988	57,484	37,530	65%	35,358	18,297	52%
1989	65,775	42,666	65%	39,442	20,372	52%
1990	76,489	51,898	68%	47,083	25,460	54%

#### Fact:

- In Fiscal Year 1980, there were 7,593 children in foster care.
- At the start of Fiscal Year 1990, there were over 9,300 children in foster care.

A Guiding Role:

# DSS Statewide Advisory Council

By Joseph Leavey, President 1989 - 1991

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*"It is still a kids first agency. When you talk to a worker or a supervisor, the chief concern is the proper care of the child."*

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**Fact:**

- A 1989 DSS study revealed substance abuse as a concurrent factor in 64% of all supported investigations of physical abuse, neglect and emotional maltreatment in Boston.
- Statewide the percentage was 59%.

**M**assachusetts has a long tradition of striving toward excellence in the child welfare field. However, the problems which its social services system experienced in the 1960's and 1970's proved too complex and overwhelming for simply the application of only skill and dedication. The spread of violence, drugs and the overall disintegration of the family, resulted in increased incidence of child abuse and more challenges to an already overburdened system. More organization, access to services at a local level and additional resources became a necessity.

The Department of Social Services was signed into law in 1978 and became a reality in 1980. It faced truly difficult challenges, but fortunately had some distinct advantages, chief among them the fact that many child welfare specialists who worked for the Office of Social Services at the Department of Public Welfare continued their employment with the new DSS. Joined by talented, enthusiastic new workers they set a solid foundation of quality and commitment.

Initially, roles had to be redefined. In a system that was becoming more protective, what exactly was the role of the social worker, the supervisor, the attorneys and collateral law

officials? What were to be the duties of the newly established arm of citizen participation and community activities on the area boards? How was this new agency to interact with other state agencies and sister Departments within the Executive Office of Human Services? What was the precise role and relationship of the foster care system to the department? What would be the relationship between the new agency and the private sector, the providers of 85% of the agency's services?

The Department was continually forced to be on the cutting edge of some of life's most crucial issues. Many times it had to make decisions where there was no consensus from society, or even, at times, when the consensus of society went against the best interest of the child. Throughout these past ten years when the Department was in the cross-fire of opinion, while working with extremely needy children and families with limited resources, some wondered how the Department maintained its course. For the answer, one has to look to the people who work in the Department because it has been their commitment that has carried it through the most difficult of times.

I was fortunate to have been



able to work with the Department in two roles. First, as the Executive Director of Communities for People, a private agency working with adolescents. The public and private relationship between child welfare agencies and the Commonwealth goes back over 100 years. I believe that cooperative effort is the best in the Commonwealth because it has as its focus, not the contract, not the model, not the program, but rather the child and family being served. The system devised by DSS is the least bureaucratic and the most responsive to the needs of the child.

In the past ten years the private agencies have taken on more responsibility through contracts such as the PAS Program or Commonworks but ultimately the cooperative effort is not based on a model. It is based on mutual trust and mutual goals. In both areas the past ten years have proven successful.

Secondly, two years ago I was elected President of the DSS Statewide Advisory Council. At one time the support groups for the Department consisted of its employees and a few advocates. The establishment of the area board system brought citizen participation and political influence to the forefront of the agency's efforts to gain legislative support. Area offices greatly benefit from the opinion of board members regarding policy and the ability of the private citizens to make the needs of the Department known to a wide audience.

But with all the milestones and organizational accomplishments, the greatest achievement of the Department, headed by Commissioner Matava, is that the Department has maintained its deep commitment to children. It is still a "kids first" agency. When you talk to a

worker or a supervisor, the chief concern is the proper care of the child. Now that commitment is backed up by services, reorganization, professionalism and political clout, that is worth celebrating! Congratulations!

## A Tribute to Jane Beaton A True Pioneer

**P**REPARATION had already begun on this special issue – "A Decade of Dedication" when word was received that Ms. Jane Beaton of Wareham, the first elected President of the DSS Statewide Advisory Council had passed on. Ms. Beaton was selflessly devoted to various human service causes and was a leading force for change in the service delivery system of Massachusetts for over a quarter of a century.

Throughout her life she was affiliated with civic and charitable organizations and was a business executive until her retirement. Ms. Beaton was Commissioner of Recreation for the City of Boston in the early 1950's; a former member and chairman of the Wareham Finance Committee, she also served as a town selectman. Her wide reaching network included the Perkins School for the Blind, the Junior League, the Vincent Club and the Southeastern Massachusetts United Way. Jane was a true pioneer in the field of child care as a founder of the Wareham Child Care Center.

At the time of her election in 1983 Ms. Beaton received a concurrent appointment by the Governor to the Governor's Child Abuse Committee where she was able to reinforce her stated belief that the prevention of child abuse should be the priority of child-service agencies.

Reflecting on her tenure as SAC President in the early 1980's, Jane commented that the Council was "initially absorbed in organizing itself into an effective body . . . on a course parallel with the Department (experience) itself". The sheer size of the membership (then 40), the logistics of when and where to hold meetings coupled with "the scope of the myriad issues of agendas presented this 'beginner's' group with very different experiences at each meeting".

It seems especially fitting that this dynamic, thoughtful and forthright woman should be remembered as the first of DSS's citizen volunteer statewide leaders.



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**Charlie Hauck, SAC  
President 1986 - 1988**

**O**N the occasion of the Department's tenth anniversary, congratulations to all members of the agency! All levels of staff and citizen board members are engaged in the most difficult work in the state. Workers deal with hurting children and adults everyday, who battle the forces of poverty, substance abuse and crime. It is extremely difficult work, in which individual victories enliven and sustain our efforts. All associated with the Department of Social Services can congratulate themselves for pressing forward with the effort, surviving and providing services to thousands of people each year.

During my years as President of the Statewide Advisory Council, we worked principally on two fronts—legislation and services. We formed the legislative committee and had a hand in strengthening the foster care system.

The SAC Legislative Committee worked on pertinent legislation and activated a citizen board network that furthered DSS positions with their local legislators. Several legislative days and SAC meetings brought together citizens and legislators in a supportive forum.

In foster care, we made members aware of the developing components. MAPP training, the PACT programs and the Foster Care Commission were all featured at SAC meetings.

Today, the need for legislative support and the sustenance of foster care continue. The Department works to handle the increasing situations generated by substance abuse through Project Protect. The state's fiscal predicament makes everyone's job that much harder. On this tenth anniversary, all members of the Department deserve well-earned congratulations for doing the job!

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**Patricia Sweeney, SAC  
Board Member 1981- 1987**

**W**HEN I became involved with DSS in 1981, the agency was just entering its first full year of operation. I was appointed to an area board which was rapidly developing a reputation of a maverick. The board was made up of representatives of services and industry in the coastal area and most were eager to see this agency rise above the notoriety held in the Commonwealth that there was a lack of protection or care for children and families. I watched the agency do just that over the next nine years as I immersed myself in advocating for services, budget allocations, contracts, and staff services. It was not difficult to give time and energy to the board and the Department as I grew to respect its efforts and especially the people who were responsible for the efforts.

I was fortunate and proud to succeed from board member to SAC delegate to board president to SAC president. This faith in my leadership, allowed me to demonstrate my interest in the

success of DSS. As a result of these years of involvement, through difficult bureaucratic turbulence, DSS has always risen above, maintaining its integrity and service to people. I have watched as the agency and its personnel anticipated needs and found ways to meet them; realized initiatives which would ease the burgeoning case loads; and responded to legal mandates with overtaxed case loads and workers, and straining budgets. Furthermore, the agency established a foster care program which was to become a hallmark for other states.

I congratulate all who have labored long and hard, frequently with little reward, for bringing DSS through its first decade as a strong, determined advocate for families and children — an agency which in the next decade will not falter from its commitment and dedication. As I watch improvements in day care, respite care, and foster care (to name only a few), I see new initiatives such as Project Protect continue to provide testament to the Department of Social Service's outstanding record of service provision.

Congratulations on 10 years and best wishes for the future to Sandy and all the employees and families of DSS.



DSS Changes In Resources <sup>1</sup> FY81 - FY91													
	81	82	83	84	85	86	87	88	89	90	Ch. 150	Revised spending	Deficit/ Surplus
Group Care - FTE	1,611	1,544	1,635	1,598	1,488	1,514	1,493	1,579	1,660	1,694	1,697	1,739	—
Total \$	30.7	28.7	31.4	36.9	34.7	36.8	43.9	51.0	61.6	69.9	71.5	76.6	(5.1)
Foster Care - FTE	7,593	6,777	6,645	6,566	6,526	6,319	6,497	6,810	7,519	9,006	9,819	10,851	—
Total \$	21.3	21.7	20.6	21.0	20.0	22.2	30.0	36.5	43.7	55.0	59.1	70.2	(11.1)
Adoption/Guard. - FTE	1,160	1,371	1,619	1,799	2,003	2,148	2,437	3,126	3,523	3,912	4,276	4,320	—
Subsidies \$	2.5	3.0	4.3	5.1	5.7	7.3	10.6	13.2	17.1	19.6	21.0	23.6	(2.6)
Day Care Slots <sup>2</sup>	n/a	14,701	16,470	16,666	17,122	17,584	18,088	20,016	20,741	19,332	14,342	14,342	—
Total \$	38.8	38.5	43.1	46.6	49.6	59.3	67.4	84.1	99.4	98.4	83.5	83.5 <sup>6</sup>	—
Social Services Total \$	34.5	34.9	40.3	50.0	53.0	61.5	63.7	67.5	58.7	61.0	53.5	53.5	—
Staff Total Authorized - FTE	2,735	2,543	2,651	2,626	2,665	2,685	2,704	2,777	2,719	2,735	2,743	2,856	—
Total \$	35.0	41.6	46.7	53.3	56.2	63.7	71.8	75.4	80.6	83.2	77.3	83.8	(6.5)
Direct Service - FTE*	1,637	1,637	1,629	1,651	1,701	1,759	1,831	1,861	1,938	2,042	2,080	2,189	—
Total \$	22.4	26.4	30.1	34.3	36.2	42.0	48.1	49.5	55.0	60.2	55.8	62.3	(6.5)
Admin. Support, Legal - FTE	1,098	906	1,022	975	964	926	873	916	781	693	663	663	—
Total \$	12.6	15.2	16.6	19.0	20.0	21.7	23.7	25.9	25.6	23.0	21.5	21.5	—
Admin. Overhead Total \$	12.5	12.3	11.3	11.8	12.3	12.3	14.0	14.3	14.6	14.0	11.8	11.8	—
Revenue Retention	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	.4	1.5	2.0	2.0	—
Total Spent \$	175.3	180.7	197.7	224.7	231.5	263.1	301.4	342.0	376.1	402.6	—	—	—
Total Approp./Avail. \$	184.9	196.4	202.2	225.2	247.3	268.8	307.7	348.7	379.9	409.6	379.7	405.0	(25.3)
Variance \$	9.6	15.7	4.6	.5	15.8	5.8 <sup>3</sup>	6.3 <sup>4</sup>	6.7 <sup>5</sup>	3.8 <sup>6</sup>	7.0 <sup>7</sup>	—	—	—

\* Includes Foster Care Review total.

1 Exclusive of Child Welfare Services and other federal grants.

2 Day care slot numbers include DSS but not DPW vouchers.

3 FY86 reversions/carry forward, primarily \$2.3M (day care, fees/under-enrollment) and \$2.1 M in SSBG.

4 FY87 reversions/carry forward \$1.8M reversions; \$1.2M SSBG carry forward; \$3.5 M day care carry forward.

5 FY88 reversions - \$5.7M in under-utilization; \$ .9M in administrative savings.

6 FY89 reversions - \$1.5M in planned savings; \$2.2m in under-utilization.

7 FY90 reversions - \$5.3M in planned savings; \$2.2m in under-utilization.

8 \$18.0M and 3,574 slots funded in 4800-1009, not shown here.

*March 1, 1991*



**T**HIS report looks at the short history of one agency, devoted to the youngest and most vulnerable citizens of Massachusetts. It is submitted to the Secretary of State in accordance with legislative requirements as the 1990 Annual Report for the Massachusetts Department of Social Services.

What we achieved, we achieved together, working as a splendid team. Department staff, area boards, and foster parents statewide put our best energies forward. Many other agencies, both public and private joined with us as we sought to build brighter futures for children.

In recognition of March as Social Worker Month, April as Child Abuse Prevention Month and May as Foster Parent Recognition Month, this report is dedicated to all those who have helped DSS to achieve its goals and further the Commonwealth's ability to protect children and strengthen families.

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**Fact:**

- In June, 1981 there were 57,145 consumers receiving services through the Department of Social Services.
- That number rose to 80,090 in June of 1990.

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**Fact:**

- In Fiscal Year 1981, there were 30,662 children reported abused and neglected in Massachusetts.
- By calendar year 1990, the number had grown to nearly 83,000.



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- Commonwealth of Massachusetts  
Department of Social Services  
Office of Public Affairs